

**SELECTION OF CONTRACTOR FOR THE
KENNEDY SPACE CENTER INSTITUTIONAL SUPPORT SERVICES (KISS)
CONTRACT**

On February 13, 2008, I, as the designated Source Selection Authority (SSA) for the subject acquisition, met with the Source Evaluation Panel (SEP) to discuss their evaluation of proposals for the KISS contract.

Those present were:

Richard Johanboeke, Technical Capability and Past Performance Teams
Michael Miller, Technical Capability Team
Jessica Paglialonga, Past Performance Team
Tim Pirlo, Technical Capability Team
David Reeves, Technical Capability Team
Marco Pochy, Consultant

PROCUREMENT DESCRIPTION

The objective of this procurement is to acquire a broad range of institutional support services for KSC. These services will include non-technical administrative support such as, but not limited to, technical training, clerical support, financial management support, personnel program activity, employee development and training, employee benefits, personnel action processing, procurement acquisition and administration support, business systems support, technical training programs, records management. These services require the contractor to provide personnel, materials, and facilities (except as otherwise provided for in this contract) necessary to support current and future NASA programs and activities at KSC and other designated sites. This procurement will consolidate various current institutional support service contracts for similar services. The current contracts providing support to the various directorates at KSC will end on March 31, 2008.

The contract form will be Indefinite-Delivery, Indefinite-Quantity with Time-and-Materials type task orders. The performance period of the contract will be four years and six months, as follows:

- Base period: April 01, 2008 - September 30, 2008
- Option 1: October 01, 2008 – September 30, 2009
- Option 2: October 01, 2009 – September 30, 2010
- Option 3: October 01, 2010 – September 30, 2011
- Option 4: October 01, 2011 – September 30, 2012

The contract includes a phase-in period to commence at award.

On October 30, 2007 a synopsis of the procurement was posted with a Draft Request for Proposal being issued on November 16, 2007. Comments were submitted by industry on November 28, 2007. On December 07, 2007, KSC issued the formal RFP. Two amendments to the solicitation were issued by the Contracting Officer to provide answers to the written questions from industry and for other minor changes to the RFP. Offeror's were required to submit a model contract signed by the offeror. The procurement was conducted pursuant to Section 8(a) of the Small Business Act, 15 USC 637 (a) (1), under NAICS 561110 with a size standard of \$6.5 Million for this requirement.

The RFP and its amendments were posted on the NASA Acquisition Internet Service (NAIS) web page and the offerors were able to download the RFP and any amendments from this service. There were 37 parties that asked to be placed on the interested parties list for this procurement; nine (9) offerors submitted proposals:

- Applied Engineering Solutions, Inc. (AES)
- C&C International Computers and Consultants, Inc. (C&C)
- CNI Professional Services, LLC (CNI)
- Computer Mainstream Corporation (CMC)
- Craig Technologies, Inc. (CRAIG)
- Dynamic Systems Technology, Inc. (DST)
- Engineered Resources, LLC (ER)
- REDE/Critique (REDE)
- Unified Business Technologies, Inc. (UBT)

Upon initial review of the proposals it was determined that five were unacceptable due to the failure to provide the mandatory cost and pricing data specified in the RFP that would permit the Government to perform an assessment that the proposed hourly prices complied with applicable regulations and governing statutory requirements. The failure to provide this data was considered the lack of a reasonable initial effort to address essential data requirements explicitly required by the RFP. In accordance with NFS 1815.305-70, Identification of Unacceptable Proposals, the following five offers failing to provide the required data were not considered further and were so notified.

- Applied Engineering Solutions, Inc. (AES)
- Computer Mainstream Corporation (CMC)
- Dynamic Systems Technology, Inc. (DST)
- Engineered Resources, LLC (ER)
- Unified Business Technologies, Inc. (UBT)

The following proposals remained for consideration:

- C&C International Computers and Consultants, Inc. (C&C)
- CNI Professional Services, LLC (CNI)
- Craig Technologies, Inc. (CRAIG)
- REDE/Critique (REDE)

EVALUATION PROCESS

In reviewing the actions of the SEP and considering the evaluations, I first validated that the solicitation had provided for a best-value evaluation in the context of an intended award without discussions. I found that the RFP stated that award would be made "to the responsible offeror whose offer ... will be most advantageous to the Government." I noted that this provision was consistent with Section (g) of Clause 52.212-1, Instructions to Offerors - Commercial Items, which states "The Government may accept other than the lowest offer." Section (g) of Clause 52.212-1 also provided that "The Government intends to evaluate offers and award a contract without discussions with offerors."

I then reviewed the evaluation scheme to assure I understood the factors and relative importance of each. I found that the RFP specified three evaluation factors consisting of Technical Capability, Past Performance and Price in the following descending order of importance:

- (1) Technical Capability
- (2) Price
- (3) Past Performance

The RFP states, "Technical Capability is significantly more important than Past Performance and that Technical Capability and Past Performance, when combined, are significantly more important than price."

TECHNICAL CAPABILITY

The RFP specified the following sub-factors under Technical Capability listed in descending order of importance:

- Staffing Plan
- Incumbent Capture Plan
- Management Proposal
- Organizational Conflict of Interest (OCI) Mitigation Plan
- Phase-In Plan

The SEP evaluated the proposals, identified findings and categorized them utilizing the following definitions:

- **Significant Strength (SS):** An aspect that appreciably increases the confidence of successful contract performance.
- **Strength (S):** An aspect in the proposal that increases the confidence of successful contract performance.
- **Weakness (W):** A flaw in the proposal that increases the risk of unsuccessful contract performance.
- **Significant Weakness (SW):** A flaw in the proposal that appreciably increases the risk of unsuccessful contract performance.
- **Deficiency (D):** A material failure of a proposal to meet a Government requirement or a combination of significant weaknesses in a proposal that increases the risk of unsuccessful contract performance to an unacceptable level.

Then, based upon the nature, number and the relative sub-factor importance of the findings, the SEP assigned an overall technical capability adjective rating utilizing the following definitions:

- **Excellent (E):** A comprehensive and thorough proposal of exceptional merit with one or more significant strengths. No deficiency or significant weakness exists.

- **Very Good (VG):** A proposal having no deficiency and which demonstrates over-all competence. One or more significant strengths have been found, and strengths outbalance any weaknesses that exist.
- **Good (G):** A proposal having no deficiency and which shows a reasonably sound response. There may be strengths or weaknesses, or both. As a whole, weaknesses not off-set by strengths do not significantly detract from the offeror's response.
- **Fair (F):** A proposal having no deficiency and which has one or more weaknesses. Weaknesses outbalance any strengths.
- **Poor (P):** A proposal that has one or more deficiencies or significant weaknesses that demonstrate a lack of overall competence or would require a major proposal revision to correct.

The SEP's findings and overall ratings are summarized as follows:

Technical Capability – Findings Summary																				
Offeror:	C&C					CNI					CRAIG					REDE				
Overall Rating:	VERY GOOD					POOR					FAIR					VERY GOOD				
Finding Rating:	D	SW	W	S	SS	D	SW	W	S	SS	D	SW	W	S	SS	D	SW	W	S	SS
Staffing Plan				1					1	1			1	1						
Incumbent Cap. Rate									1					1					1	
Management Plan				3				1	1			2	1	1					2	1
OCI Mitigation Plan					1	1							1						1	
Phase-In Plan				2					1	1										1
Totals:	0	0	0	6	1	1	0	1	4	2	0	2	3	3	0	0	0	0	4	2

C&C International Computers and Consultants, Inc. (C&C)

The SEP rated C&C's proposal "Very Good." The SEP did not find any weaknesses and reported six strengths and one significant strength. I noted the significant strength was for C&C's thorough analysis of potential Conflicts of Interest (OCI) and excellent OCI plan.

CNI Professional Services, LLC (CNI)

The SEP rated CNI's proposal "Poor." CNI's proposal reflected four strengths and two significant strengths. I noted CNI's significant strengths were for identification (with resumes) of a large percentage of the proposed staffing and a detailed phase-in plan with early recruiting efforts. However, the SEP found one weakness and one deficiency. The deficiency resulted from the failure of CNI's OCI plan to comply with regulatory requirements and to adequately address

several OCI issues. This deficiency is of such importance that award could not be made to CNI without discussions and submission of a revised proposal.

Craig Technologies, Inc. (CRAIG)

The SEP rated CRAIG's proposal "Fair." CRAIG's proposal reflected three strengths and no significant strengths. The SEP also found the CRAIG proposal to reflect three weaknesses and two significant weaknesses. The SEP found significant weaknesses in CRAIG's failure to describe the nature of its proposed teaming arrangement with clearly identified authorities, and the failure to provide specifics as to how short term work fluctuations would be addressed. I consider the nature of the significant weaknesses to be of such importance that award could not be made to CRAIG without discussions and submission of a revised proposal.

REDE/Critique (REDE)

The SEP rated REDE's proposal "Very Good." The SEP did not find any weaknesses and reported four strengths and two significant strengths. I noted REDE's significant strengths were for the clearly described and extensive local autonomy assigned to the program manager and for a particularly comprehensive and well thought out phase-in plan.

PRICE

As specified in the RFP, the price evaluation was accomplished by applying the offerors' proposed fully burdened labor rates to the Government's estimated staffing plan provided in the RFP for the basic contract period and all options. Before, the prices were computed the proposed rates were evaluated for reasonableness and compliance with the Department of Labor wage rate determination, and all were found to be reasonable and compliant. The following table presents the offerors' proposed and evaluated prices.

Offeror	Proposed	Rank	Evaluated	Rank
C&C Int'l Computers & Consultants, Inc.	\$25,589,324.97	3	\$25,589,324.97	3
CNI Professional Services, LLC	\$25,118,579.42	1	\$25,330,447.64	2
Craig Technologies, Inc.	\$27,780,123.55	4	\$27,780,123.55	4
REDE/Critique	\$25,165,319.22	2	\$25,165,319.22	1

The Government's estimated staffing plan in the RFP was increased in an RFP amendment. Three of the offerors' proposed staffing plans reflected the 697,631.76 hours in the revised Government estimated staffing plan. However, CNI's staffing plan did not and included fewer hours. The "proposed" prices in the table reflect the offerors' proposed staffing plans priced with their proposed rates. Since the RFP specified that price evaluation would be based upon the Government's estimated staffing plan, "evaluated" prices were computed applying the offerors' fully burdened labor rates to the Government's estimated staffing plan provided in the RFP, as amended. This adjustment to CNI's proposal resulted in an increase in price of \$211,866.22 from \$25,118,579.42 to \$25,330,447.64 and changed their relative pricing position from lowest offeror

to second lowest offeror.

PAST PERFORMANCE

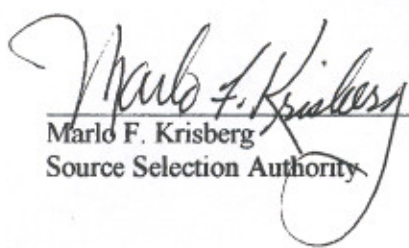
The SEP reported that all four offerors recently demonstrated successful performance on relevant contracts. As a result, the SEP assigned all four offerors a "high confidence" performance risk rating, which means there is little doubt, based on the offeror's past performance record, that each of the offerors could successfully perform the KISS contract. The ratings of all offerors on this factor were based on the composite rating of the prime contractors and their identified major subcontractors.

SELECTION DECISION

At the conclusion of the SEP's presentation of the above discussed findings, I solicited additional comments or questions from the SEP members and other KSC officials present. In particular, I asked the SEP members whether there were any issues with the C&C and REDE proposals that would prevent award without discussions. They indicated there were not. I then asked the SEP members whether or not, in their opinion, considering the technical capability proposals as a whole, if the significant strength in C&C's proposal as compared to the significant strengths in REDE's proposal was of such merit as to represent an increased probability of superior performance, or if it provided such added value as to justify a higher price. They indicated they did not consider the significant strength in C&C's proposal to be of such a nature as to justify a higher price.

After thoroughly reviewing the SEP findings, I concluded that the proposal submitted by REDE represented the most advantageous to the Government. I reached this conclusion by noting that C&C and REDE were the two most highly rated proposals on the significantly more important technical capability factor, REDE's evaluated price was substantially lower than C&C's, and both were equally rated on past performance. Since the RFP provided for award without discussions to the most advantageous offer for the Government, I then focused upon whether there were any advantages to the Government by selecting other than the lower priced REDE proposal. My conclusion after reviewing the merits of the REDE proposal as compared to the merits of C&C's higher priced proposal coincided with the opinion of the SEP that C&C's proposal did not offer any increased value justifying paying a higher price.

Based on the above, at the conclusion of the February 13, 2008 meeting with the SEP, I selected REDE/Critique for award.


Marlo F. Krisberg
Source Selection Authority

3/12/08
Date